

Study on practices of organizations of the United Nations system relating to conflict of interest in their engagement with the private sector

The World Health Assembly, at its sixty-seventh session in 2014, considered a draft framework of engagement with non-State actors (document A67/6, annex) and adopted an associated decision (WHA67(14)), calling for further consultations on issues including conflict of interest and relations with the private sector. Among the issues raised by Member States during and after the session was a request for a summary of the ways in which other organizations of the United Nations system handle issues relating to conflict of interest in respect of engagement with the private sector.¹

This study has been prepared pursuant to that request. It covers only institutional conflict of interest.². The methodology followed in preparing this study included a preliminary review, questionnaires, interviews and in-depth analysis of a further 16 organizations of the United Nations system. Detailed questionnaires and requests for additional information were sent to all participating organizations. Responses received by the Secretariat were provided by the Food and Agriculture Organization of the United Nations (FAO), the Office of the High Commissioner for Human Rights (OHCHR), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the United Nations Population Fund (UNFPA). Information was also obtained directly from the United Nations Children's Fund (UNICEF) and the International Labour Organization (ILO).

The information provided for each organization is based on its engagement with the private sector and the existence of a framework regulating these engagements; on the management of issues relating to institutional conflict of interest in respect of this engagement and the existence of a framework regulating these issues; and the extent to which this information is publicly available.

At the level of the United Nations system as a whole, the UN-Business Partnership Hub³ supports and facilitates collaboration between the United Nations and the private sector, matching United Nations needs with the resources of businesses around the world. In 2000, UN-Business issued the Guidelines on Cooperation between the United Nations and the Business Community, which lay down certain criteria for partnerships which are observed by many of the organizations covered by this study.

In particular, the Guidelines state: "Business entities that are complicit in human rights abuses, tolerate forced or compulsory labour or the use of child labour, are involved in the sale or manufacture of anti-personnel mines or their components, or that otherwise do not

¹ Framework of engagement with non-State actors: report by the Secretariat to the regional committees, para. 23 (documents AFR/RC64/12A; CD53/15; SEA/RC67/3Inf.Doc.1; EUR/RC64/22; EM/RC61/9; WPR/RC65/11).

² A conflict of interest is a set of circumstances in which professional judgment or actions regarding a primary interest (WHO's work) may be unduly influenced by a secondary interest (a vested interest in the outcome of WHO's work in a given area). This secondary interest may affect or may reasonably be seen to affect the independence and objectivity of WHO's work. A conflict of interest can be individual or institutional and can be based on a commercial or financial or any other interest (document A67/6, para. 23).

³ UN-Business [website]. New York: United Nations (http://business.un.org, accessed 15 December 2014).

meet relevant obligations or responsibilities by the United Nations, are not eligible for partnership".1

A 2014 analysis of the United Nations resource mobilization function by the Joint Inspection Unit, the independent external oversight body of the United Nations system, note: "In many organizations, the due diligence process is performed by the same individuals who are mobilizing resources from the entities subject to the due diligence, which represents a conflict of interest.

Designating separate units which perform due diligence with the involvement of other departments will prevent such conflicts. Streamlining the performance of common due diligence steps so that they are not repeated separately by each organization would increase efficiency."²

Food and Agriculture Organization of the United Nations

In 2000, the Food and Agriculture Organization of the United Nations (FAO) adopted the Principles and Guidelines for FAO Cooperation with the Private Sector,³ which provide a general framework for staff to "expand and intensify the Organization's cooperation with the private sector" at the national, regional and international levels. It considers the purpose, policy and concept of partnership and lays down 10 partnership principles, including transparency, accountability, endorsement, sustainability, scientific credibility, intellectual property partnership protocols and non-exclusivity. There is no specific guideline on the issue of conflict of interest, although one is being developed.

The FAO Organization-wide Strategy on Partnerships,⁴ adopted in 2011, is intended to "promote a more systematic use of partnerships and to provide practical guidance to FAO units and partners to facilitate the selection, prioritization, development and management of new or renewed partnerships". FAO "must at all times preserve its neutral and impartial role in partnerships and act in a transparent manner while at the same time avoiding any conflict of interest".

In 2013, FAO adopted the FAO Strategy for Partnerships with the Private Sector.⁵ This offers a definition of the private sector that includes "enterprises, companies or businesses, regardless of size, ownership and structure" and encompasses "a broad array of entities that range from farmer organizations, cooperatives and SMEs [small and medium-sized enterprises] to the largest international corporations" and includes "private financial institutions; industry and trade associations; and consortia that represent private sector interests".

¹ Guidelines on cooperation between the United Nations and the business community. New York: UN-Business; 2000 (http://business.un.org/en/documents/guidelines, accessed 15 December 2014).

² An analysis of the resource mobilization function within the United Nations system (United Nations document JIU/REP/2014/1). Geneva: Joint Inspection Unit of the United Nations System; 2014:iv (https://www.unjiu.org/en/reports-notes/JIU%20Products/JIU_REP_2014_1_English.pdf, accessed 18 December 2014).

³ Principles and guidelines for FAO cooperation with the private sector. Rome: Food and Agriculture Organization of the United Nations; 2000 (ftp://ftp.fao.org/docrep/fao/009/x2215e/x2215e00.pdf, accessed 15 December 2014).

⁴ FAO organization-wide strategy on partnerships. Rome: Food and Agriculture Organization of the United Nations; 2012 (http://www.fao.org/fileadmin/user_upload/corp_partnership/docs/stratbrochure_en_web.pdf, accessed 15 December 2014).

⁵ FAO strategy for partnerships with the private sector. Rome: Food and Agriculture Organization of the United Nations; 2013:13 (http://www.fao.org/docrep/018/i3444e/i3444e.pdf, accessed 15 December 2014).

However, it does not include academia, research institutions or philanthropic foundations. The Strategy stipulates that "any consortium, organization or foundation, largely funded or governed by private entities, as well as cooperatives, which generally have for-profit orientations, will be considered as private sector". FAO "does not enter into partnership with organizations or enterprises whose products, programmes or methods of operation are not in line with the FAO mandate", and excludes any private entity with involvement in sectors excluded under United Nations criteria, especially companies working in the following sectors: alcohol, gambling, weapons, pornography and tobacco.

The Strategy lays down six specific areas of engagement through which the private sector could contribute to delivery of FAO strategic objectives: these are development and technical programmes, policy dialogue, advocacy and communication, norms and standard-setting, knowledge management and dissemination, and mobilization of resources.² It also defines the basic principles for FAO partnership with the private sector.³

According to the Strategy, the issue of conflict of interest is included as part of FAO risk management through the initial screening of potential partners, performed according to the following principles and guidelines: the Ten Principles of the United Nations Global Compact,⁴ the Guidelines on Cooperation between the United Nations and the Business Community, the FAO corporate risk factors as outlined in the Principles and Guidelines for FAO Cooperation with the Private Sector of 2000, and existing standards of corporate social responsibility. Also, the rules of engagement should respect the common United Nations criteria. A colour code is used to provide an instant analysis of the outcome of the screening assessment, depending on the level of compliance with international principles and standards. All partnerships have to be approved by a subcommittee and partnerships committee, chaired by the Director-General.

During the initial screening, FAO includes risk factors such as conflict of interest, threat to neutrality/scientific credibility, unfair advantage and financial risk. However, there are no specific guidelines, policies, rules or practices governing the Organization's engagement with the private sector. For instance, no definition is provided of conflict of interest. In addition, the management of potential conflicts of interest is divided between headquarters, where the committees meet to discuss, analyse, and manage the situation, and country level, in decentralized offices that provide additional information on the issue.

Finally, FAO promotes engagement with the private sector by making all relevant documents publically accessible. Indeed, a specific tab, directly accessible from the FAO homepage, is devoted to "Partnerships",⁵ with information on why and how FAO enters into partnerships and about the strategies. Further, the Partnership tab includes a link on the private sector,⁶ containing all the relevant documents. No specific tab exists on conflict of interest or regarding the current FAO partners.

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¹ Ibid. p.4.

² FAO Strategy for partnerships with the private sector. Rome: Food and Agriculture Organization of the United Nations; 2013:16 (http://www.fao.org/docrep/018/i3444e/i3444e.pdf, accessed 15 December 2014).

³ Ibid., p.27.

⁴ The Ten Principles. In: United Nations Global Compact [website]. New York: United Nations (https://www.unglobalcompact.org/AboutTheGC/TheTenPrinciples/index.html, accessed 15 December 2014). ⁵ Partnerships. In: Food and Agriculture Organization of the United Nations [website]. Rome: Food and Agriculture Organization of the United Nations [website].

Partnerships. In: Food and Agriculture Organization of the United Nations [website]. Rome: Food and Agriculture Organization of the United Nations; 2014 (http://www.fao.org/partnerships/en/, accessed 15 December 2014).

⁶ Private sector. In: Food and Agriculture Organization of the United Nations [website]. Rome: Food and Agriculture Organization of the United Nations; 2014 (http://www.fao.org/partnerships/private-sector/en/, accessed 15 December 2014).

International Civil Aviation Organization

The International Civil Aviation Organization engages with the private sector. No specific framework on engagement with the private sector or regarding institutional conflict of interest is publicly available.

International Labour Organization

The International Labour Organization (ILO) has been engaging with the private sector since its foundation in 1919.¹ It adopted the Basic Principles governing ILO Public-Private Partnerships in 2008, which led to 81 partnerships with the private sector between 2008 and 2013.² The main focus is on promoting employment and social dialogue. Most partnerships have a global focus, with Africa being the highest-priority region.

The ILO policy and procedure relating to public-private partnerships are described in the Director General's Announcement³ and the related Office Procedure⁴ of 2009. According to the Director-General's Announcement, a public-private partnership is defined as a "voluntary and collaborative relationship between the ILO and one or more partners, including private and non-State actors, for the purpose of carrying out cooperative activities of mutual interest". These partnerships can be formal or informal and can involve a transfer of funds or other types of cooperation such as: funding or donations in kind by or between actors in the partnership; development and implementation of projects or other activities; organization of meetings or other events; campaigning or advocacy; temporary placement of personnel; publication and research projects and exchange or pooling of knowledge and information.⁵ These partnerships are a modality for leveraging resources, including expertise, skills, knowledge and technology, and for realizing international labour standards.⁶

The Director-General's Announcement incorporated the basic principles that should characterize any potential public-private partnership, which were enumerated by the International Labour Conference in 2006. These principles include the need to: conform to ILO principles and values; promote the Decent Work Agenda, based on the four strategic objectives of the ILO;⁷ foster tripartism⁸ at all levels (national, regional, sectorial, international); promote gender equality; assure accountability; build sustainability economic,

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¹ Public-private partnerships. In: International Labour Organization [website]. Geneva: International Labour Office (http://www.ilo.org/pardev/public-private-partnerships/lang--en/index.htm#a1, accessed 15 December 2014).

² Public-private partnerships: backgrounder. In: International Labour Organization [website]. Geneva: International Labour Office (http://www.ilo.org/pardev/public-private-partnerships/WCMS_239399/lang-en/index.htm, accessed 15 December 2014).

³ *Director-General's Announcement* (IGDS No. 81 – Version 1), 14 July 2009. Geneva: International Labour Office; 2009 (http://business.un.org/en/documents/6962, accessed 15 December 2014).

⁴ Office Procedure (IGDS N83-Version 1), 14 July 2009. Geneva: International Labour Office; 2009.

⁵ Director-General's Announcement (IGDS No. 81 – Version 1), 14 July 2009, pp.1–2. Geneva: International Labour Office; 2009 (http://business.un.org/en/documents/6962, accessed 15 December 2014).

⁷ Mission and objectives. In: International Labour Organization [website]. Geneva: International Labour Office; 2014 (http://ilo.org/global/about-the-ilo/mission-and-objectives/lang--en/index.htm, accessed 15 December 2014).

⁸ Tripartism: cooperation between governments, employers' organizations and workers' organizations. See: Tripartism and social dialogue. In: International Labour Organization [website]. Geneva: International Labour Office; 2014 (http://www.ilo.org/global/topics/workers-and-employers-organizations-tripartism-and-social-dialogue/lang--en/index.htm).

environmental and social fields; guarantee impartiality; and ensure nonpreferential treatment and non-endorsement.¹

The Office Procedure establishes the procedure for selection, negotiation, implementation, evaluation and reporting of public-private partnerships. For instance, the originating unit collecting information on, or in contact with, an outside entity in order to explore a possible public-private partnership is responsible for initiating the procedure.²

Prior to any "formal discussions or negotiations with any potential partner(s), the originating unit must submit the partnership proposal to the Partnership and Field Support Department (PARDEV) for initial screening and decision whether to proceed further". At this initial screening stage, PARDEV will consider whether consultations with constituents are required based on the suitability of the proposed partnership and actor(s) in light of the guiding principles set forth in the Director-General's Announcement. In cases of doubt, PARDEV will refer the matter to the Director-General's Office (CABINET) for a decision and notify those consulted. If the results of the consultations are positive, PARDEV will notify CABINET and approve the commencement of formal discussions.

Regarding institutional conflict of interests, the Office Procedure states that, in case of conferences, symposia, seminars or other appropriate events in public-private partnerships, "the outcome or conclusions that might be reached in any official ILO meeting must remain independent from the influence of any partner".³ Further, "when the ILO collaborates with a partner in the preparation of a publication, the ILO will always retain the right to clear the final manuscript before publication." The Office Procedure also includes guidelines for regulating publicity, implementing and evaluating the partnership and reporting to the Governing Body.

In 2014, the Governing Body endorsed⁴ a revised strategy for wider ILO engagement with the private sector. The strategy presents a revised approach to the methodology and internal procedures for engagement with enterprises. It underlines "the need for management processes to be put in place, which would allow for a coherent and systematic response with full information sharing across the Organization".⁵ Nonetheless, no specific guidelines are provided for dealing with institutional conflict of interests.

International Maritime Organization

The International Maritime Organization (IMO) engages with the private sector. No specific framework on engagement with the private sector or regarding institutional conflict of interest is publicly available.

¹ *Director-General's Announcement* (IGDS No. 81 – Version 1), 14 July 2009:2–3. Geneva: International Labour Office; 2009 (http://business.un.org/en/documents/6962, accessed 15 December 2014).

² Office Procedure (IGDS N83-Version 1), 14 July 2009:1. Geneva: International Labour Office; 2009. ³ Ibid., p.3.

⁴ Decision adopted at the 321st session of the ILO Governing Body, 13 June 2014 (see minutes of session, document GB.321/PV, http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_310259.pdf, accessed 15 December 2014).

⁵ Strategy for wider ILO engagement with the private sector (document GB.321/INS/6). Geneva: International Labour Office; 2014 (http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_244686.pdf, accessed 15 December 2014).

International Monetary Fund

The International Monetary Fund engages with the private sector. No specific framework on engagement with the private sector or regarding institutional conflict of interest is publicly available.

International Telecommunication Union

The engagement of the International Telecommunication Union (ITU) with the private sector is "topical to the work of the ITU",¹ as an organization which has been based on public-private partnership since its inception. It has a membership of over 700 private-sector entities and academic institutions.²

No specific guidelines on engaging with the private sector or specific guidelines on conflict of interests are publicly available.

Office of the High Commissioner for Human Rights

The Office of the High Commissioner for Human Rights (OHCHR) engages with the private sector, which is defined as including all range of companies, corporate foundations and individuals. Engagement with the private sector depends on the situation and can range from free offers of IT equipment and related pro bono services or free legal aid to persons whose rights have been violated to cash contributions from companies, foundations or individuals. The following entities are excluded from partnerships: companies that produce cluster bombs, munitions and other equipment used in warfare; companies that produce cigarettes and alcohol. OHCHR has a policy covering engagement with the private sector.

Engagement with private-sector entities follows a due diligence process, focusing on the company's or individual's human rights record. The central procurement service at the United Nations Office at Geneva manages the issue of conflict of interest.

No guidelines exist at OHCHR specifically on conflict of interest with private sector partners. The policy covering engagement with the private sector is not publicly available.

Office of the United Nations High Commissioner for Refugees

The Office of the United Nations High Commissioner for Refugees (UNHCR) engages with the private sector in multiple areas. According to available information, the private sector encompasses individual supporters, foundation partners, private philanthropy and corporate partners. UNCHR engagement with corporations includes cash donations, leveraging of core competencies and resources and marketing campaigns for specific causes.³ In 1999, UNHCR created a Private Sector and Public Affairs Service to work with the private sector.

¹ ITU-D Private Sector Meetings. In: International Telecommunication Union [website]. Geneva: International Telecommunication Union; 2012 (http://www.itu.int/ITU-D/partners/privatesector/, accessed 15 December 2014)

² About ITU. In: International Telecommunication Union [website]. Geneva: International Telecommunication Union; 2014 (http://www.itu.int/en/about/Pages/default.aspx, accessed 15 December 2014).

³ Corporate partners. In: Office of the United Nations High Commissioner for Refugees [website]. Geneva: Office of the United Nations High Commissioner for Refugees; 2014 (http://www.unhcr.org/pages/4e5211b96.html, accessed 17 December 2014).

UNHCR has adopted a Corporate Code of Conduct to "ensure transparent partnerships that meet the interests of both partners in the spirit of open, honest, professional and enduring relationships". Partnership is "not a means for pure financial and personal gain. All corporate partners acknowledge this principle as key to interpreting their rights and obligations as a partner of UNHCR and as a guide for their conduct in this capacity."

The Code sets out clear minimum criteria for cooperation. Companies (including subsidiaries) engaged in the following activities are excluded from partnerships: weapons sale or manufacture, including components; systematic and sustained forced labour or child labour; operating in countries subject to United Nations sanctions.² Further, UNHCR can choose to exclude any company whose public image is severely compromised by past activity in those areas. The corporate partners are responsible for indicating their present and past activity to UNHCR prior to concluding any engagement.

The Code also insists on the need for transparency and impartiality. It recommends that information on the nature and scope of the partnership agreements should be made available to the public. Further, the agreed cooperation must not in any way compromise the integrity and independence of UNCHR or that of the partner company.

No specific guidelines are publicly available on conflicts of interest or the handling of issues arising from it

United Nations Children's Fund

The United Nations Children's Fund (UNICEF) has been engaging with the private sector for many decades.³ UNICEF's Guidelines and Manual for Working with the Business Community of 2001⁴ were updated in 2010, with no major changes. They are now considered outdated because of the evolution in the engagement of UNICEF with the private sector and are scheduled to be updated in 2015. In the meantime, engagement with the private sector is based on customary practice.

There is no official definition of the term "private sector", but the understanding of the term has changed. Traditionally, the private sector was represented only by the corporate sector. However, the Division of Private Fundraising and Partnerships, which is the arm of UNICEF working with the private sector, now has two subdivisions: resource mobilization in support of UNICEF programmes and a private-sector engagement unit. The objective of the latter unit is to influence the business sector to support and respect child rights according to UNICEF's mandate. This includes corporate social responsibility issues. Within the private-sector engagement unit, the notion of the "private sector" is broader than the initial understanding of the term in resource mobilization, including not only the corporate sector but also all non-State and non-government stakeholders, such as civil society. Thus, for UNICEF, the private sector encompasses and goes beyond the corporate sector.

The area of engagement with the private sector depends on the objective of the unit concerned. For private-sector engagement, these areas include corporate social responsibility, multistakeholder partnerships, advocacy and fundraising.

¹ Corporate Code of Conduct. In: Office of the United Nations High Commissioner for Refugees [website]. Geneva: Office of the United Nations High Commissioner for Refugees; 2014 (http://www.unhcr.org/pages/49c3646c2ba.html, accessed 17 December 2014).

² Ibid.
³ *UNICEF's guidelines and manual for working with the business community.* New York: United Nations Children's Fund; 2001:2 (https://business.un.org/en/documents/445, accessed 17 December 2014).

⁴ UNICEF's guidelines and manual for working with the business community. New York: United Nations Children's Fund; 2001 (https://business.un.org/en/documents/445, accessed 17 December 2014).

For resource mobilization, they include fundraising and in-kind contributions such as expertise and pro bono work.¹ Finally, within the supply and procurement division, which is the third area of engagement, UNICEF engages with the private sector to supply goods and services in direct support of programmes.

UNICEF has also identified exclusionary criteria. Some industries are unacceptable for partnerships under any circumstances, including manufacturers of infant formula whose marketing practices violate the International Code of Marketing of Breast-milk Substitutes and companies involved in pornography, exploitative and/or corrupt practices.

Therefore, a due diligence process is used to screen potential partners. First, UNICEF considers the exclusionary criteria. Then, in case of uncertainty, it follows a risk management approach and conducts an evaluation of the risks for UNICEF in engaging with the private sector entity. During this evaluation, issues of conflict of interest are taken into account, although there is no specific framework governing this issue, and no definition of the term "conflict of interest". The development of a private sector engagement unit has changed the relationship with the private sector compared with resource mobilization and procurement. In practice, UNICEF applies an operational and strategic separation between its different activities: resource mobilization, corporate sector engagement and procurement. The revised version of the 2001 guidelines on working with the private sector – scheduled for completion in 2015 – should include a paragraph on conflict of interest.

The due diligence process is centralized at the headquarters level, though regional and local levels carry out the initial screening. Responsibility and accountability are expected at local level, but these levels must always refer to headquarters for a final decision. The revision of the 2001 guidelines is expected to lead to increased responsibility and accountability.

United Nations Development Programme

The United Nations Development Programme (UNDP) has engaged with the private sector for some two decades² and updated its Strategy for Working with the Private Sector in 2012 with the aim of "further defin[ing] how UNDP will engage and partner with the private sector in development".³ This strategy builds on the earlier Private Sector Strategy for "Promoting Inclusive Market Development" of 2007, which included five priority areas that are still valid: establishing the policy and institutional framework; facilitating pro-poor value chain integration; brokering investments in pro-poor goods and services; fostering inclusive entrepreneurship; and encouraging corporate social responsibility in support of inclusive market development and the Millennium Development Goals.⁴ In the new 2012 Strategy, UNDP recognizes the private sector as "not homogenous but composed of varying types of businesses and organization.⁵

¹ UNICEF's guidelines and manual for working with the business community. New York: United Nations Children's Fund; 2001 (https://business.un.org/en/documents/445, accessed 17 December 2014).

² Strategy for working with the private sector. New York: United Nations Development Programme; 2012:6 (http://www.undp.org/content/undp/en/home/ourwork/partners/private_sector/OurStrategy/, accessed 16 December 2014).

³ Private sector strategy. In: United Nations Development Programme [website]. New York: United Nations Development Programme; 2014

⁽http://www.undp.org/content/undp/en/home/ourwork/partners/private_sector/OurStrategy/, accessed 16 December 2014).

⁴ UNDP4s

website:http://www.undp.org/content/undp/en/home/ourwork/partners/private_sector/OurStrategy/Ibid.
⁵ Strategy for working with the private sector. New York: United Nations Development Programme; 2012:8
(http://www.undp.org/content/undp/en/home/ourwork/partners/private_sector/OurStrategy/, accessed
16 December 2014).

More precisely, UNDP defines the private sector as a "basic organizing principle of economic activity in a market-based economy where private ownership is an important factor, where markets and competition drive production and where private initiative and risk taking set activities in motion".¹

The Strategy provides a list of actors considered as part of the private sector, including: multinational companies with global reach and operations, large domestic companies, micro, small and medium enterprises, business intermediaries and interlocutors such as chambers of commerce and industries, business associations, social enterprises, mutual organizations, State owned enterprises either wholly or partially owned by a government and that engage in commercial activities. However, sporadic, non-commercial income, generating activities of individuals will not be considered as part of the private sector.²

According to its strategy, UNDP engages with the private sector because it is the "main driver of economic growth, representing the main source of employment creation in most countries and invests in human capital and workforce development". Also, it creates and delivers goods and services and "has the capacity to levy scalable solutions through market-based approaches [...] The private sector has the ability to apply norms and standards in its operations that have impact on important UN areas such as labour rights, environment, human rights and corruption". The UNDP strategy aims to focus the Organization's private sector work more clearly in support of its main development priorities, with a particular focus on: supporting countries to achieve sustainable and inclusive growth and accelerating economic recovery with an emphasis on job creation in fragile states and regions.

The 2012 Strategy lists key corporate principles for UNDP engagement with the private sector including "sustainable human development, inclusion and equity", "value for money" and "risks and due diligence". Within this last key principle, the strategy states that "UNDP partner companies (particularly large and international companies) must comply with environmental, social and governance standards based on the UNDP Guidelines for Private Sector Engagement and the 2009 Guidelines on Cooperation between the United Nations and the Business Sector".6

Private-sector engagement is handled by the country offices, regional bureaus, regional centres and UNDP headquarters. Further, the Innovations and Development Alliances Group in UNDP Headquarters in New York is responsible for setting the strategic direction of UNDP on policies that relate to private-sector development, as well as guidelines and rules under which UNDP can engage with the private sector.⁷

¹ Ibid., p.9.

² Ibid.

³ Ibid., p.10.

⁴ Private sector strategy. In: United Nations Development Programme [website]. New York: United Nations Development Programme; 2014

⁽http://www.undp.org/content/undp/en/home/ourwork/partners/private_sector/OurStrategy/, accessed 16 December 2014).

⁵ Strategy for working with the private sector. New York: United Nations Development Programme; 2012:12–13 (http://www.undp.org/content/undp/en/home/ourwork/partners/private_sector/OurStrategy/, accessed 16 December 2014).

⁶ Ibid., p.13.

⁷ Who to contact. In: United Nations Development Programme [website]. New York: United Nations Development Programme; 2014

⁽http://www.undp.org/content/undp/en/home/ourwork/partners/private_sector/WhotoContact/, accessed 16 December 2014).

Regarding conflict of interest specifically, apart from the risk and due diligence process, it appears that there is no specific strategy, nor is one mentioned in the 2012 Strategy. However, the latter recognizes the need to review the existing instruments in the UNDP Programme and Operations policies and procedures to ensure that UNDP has a set of clear and simple-to-use guidelines, instruments and processes including "a strengthened due diligence analysis of potential partners to minimize risks".¹

United Nations Educational, Scientific and Cultural Organization

The United Nations Educational, Scientific and Cultural Organization (UNESCO) engages with the private sector. In 2013, it adopted the Comprehensive Partnership Strategy.² According to this strategy, the private sector comprises "all types of business enterprises, including small-and medium-size firms, national, international and multinational corporations, philanthropic and corporate foundations, financial institutions and private individuals".³ This includes any not-for-profit organization that engages with UNESCO in financial relations. Partners involved in armaments, alcohol and gambling are excluded from engagement. The purposes of engagement are sponsoring, financial support for programmes and activities and in-kind contributions.⁴ Partnerships with the private sector range from fundraising to strategic partnerships. The Strategy states that UNESCO is an official partner in a large number of collaborative relationships with the private sector, intervening in various ways, from being involved in programme delivery arrangements, through providing policy guidance, technical assistance and expertise, to playing a strong role in promoting the Organization's core ethical and programmatic values through advocacy and awareness-raising.⁵

The Strategy recognizes that this type of partner "requires a significant level of senior management attention, engagement, communications and reporting". UNESCO has set up a research and due diligence process and relies on its National Commissions to contribute to the screening of the potential partners "with a view to minimizing the risks and managing them in an effective manner".

¹ Strategy for working with the private sector. New York: United Nations Development Programme; 2012:22 (http://www.undp.org/content/undp/en/home/ourwork/partners/private_sector/OurStrategy/, accessed 16 December 2014).

² Comprehensive partnership strategy (document 192 EX/5.INF). Paris: United Nations Educational, Scientific and Cultural Organization; 2013 (http://unesdoc.unesco.org/images/0022/002229/222986e.pdf, accessed 16 December 2014). The Strategy refers to previous UNESCO Executive Board documents: Guidelines for mobilizing private funds and criteria for selecting potential partners (document 156 EX/38, 1999; http://portal.unesco.org/en/files/12695/10545478091unc36e.pdf/unc36e.pdf, accessed 16 December 2014); UNESCO strategy for engagement with the private sector (document 187 EX/6 Part XII, Annex, 2011) and the Follow-up to the independent external evaluation of UNESCO, draft policy framework for strategic partnerships: towards a UNESCO partnership strategy (document 187 EX/17 Part IV; 2011; http://unesdoc.unesco.org/images/0021/002112/211285e.pdf#page=41, accessed 16 December 2014).

³ Comprehensive partnership strategy (document 192 EX/5.INF). Paris: United Nations Educational, Scientific and Cultural Organization; 2013:9 (http://unesdoc.unesco.org/images/0022/002229/222986e.pdf, accessed 16 December 2014).

Comprehensive partnership strategy (document 192 EX/5.INF). Paris: United Nations Educational, Scientific and Cultural Organization; 2013:9 (http://unesdoc.unesco.org/images/0022/002229/222986e.pdf, accessed 16 December 2014).

⁵ Comprehensive partnership strategy (document 192 EX/5.INF). Paris: United Nations Educational, Scientific and Cultural Organization; 2013:9 (http://unesdoc.unesco.org/images/0022/002229/222986e.pdf, accessed 16 December 2014).

⁶ Ibid., p.10.

The criteria for selection of the partner include "demonstrated commitment of a company to engage in corporate social responsibility (CSR) activities" and "readiness of [the] company to donate substantial funding with no conditions attached, such as exclusivity".

Partners then go through an approval process that includes due diligence and risk assessment conducted at two levels: first-level screening by the relevant field office, programme specialist, etc. and second-level vetting by the Bureau of Strategic Planning, Division of Cooperation with Extrabudgetary Funding Sources.¹ In addition, they have to comply with the principles laid down in the "umbrella statement" which defines the overall framework for partnerships: shared objectives, equality, legality, clarity, transparency, fairness, accountability and sustainability.²

Regarding conflict of interest, no specific framework exists. The issue is taken into account and indirectly addressed by the strategy as part of the approval process, but it is not directly mentioned as a criterion. However, conflict of interest is covered by the UNESCO Administrative Manual and Financial Regulations and Rules. According to the Administrative Manual, updated in June 2011, under Item 5.8: Private Sector, it is a prerequisite that the programme specialist handling the matter should start by assessing the ethical and financial solidity of a potential partner at the preliminary identification stage.

In order to do this, it is also important that analysis of the benefits (greater visibility, reach and advocacy; diversified human, technical and financial resources; improved access to networks and information; innovation) versus the risks (damage of reputation; loss of autonomy or integrity; conflict of interest and drain of resources) be conducted at an early stage.

No specific definition of conflict of interest is provided. Potential conflicts of interest are managed both at headquarters and at regional and country level. The legal affairs department is responsible for conflict-of-interest issues.

The Comprehensive Partnership Strategy emphasizes the role played by the National Commissions³ which "have a particular role to play in the engagement with a private partner". Not only do they play a role in the screening phase, but also as "one major stakeholder and UNESCO's natural interlocutor at the country level".⁴ National Commissions play a role in the process of partner approval, which "is contingent upon consultation with the respective National Commission in order to avoid any potential reputational risks and incompatibilities at local and regional levels".⁵

² Follow-up to the independent external evaluation of UNESCO, draft policy framework for strategic partnerships: towards a UNESCO partnership strategy (document 190 EX/21 Part II; 2012). Paris: United Nations Educational, Scientific and Cultural Organization; 2012:10 (http://unesdoc.unesco.org/images/0021/002173/217301e.pdf, accessed 16 December 2014).

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¹ Ibid., p.12.

The National Commissions for UNESCO form a "global network of national cooperating bodies" which operate for the purpose of "associating their governmental and nongovernmental bodies in education, sciences, culture and communication with the work of the Organization" (see http://en.unesco.org/countries/national-commissions, accessed 16 December 2014).

⁴ Comprehensive partnership strategy (document 192 EX/5.INF). Paris: United Nations Educational, Scientific and Cultural Organization; 2013:15 (http://unesdoc.unesco.org/images/0022/002229/222986e.pdf, accessed 16 December 2014).

⁵ Ibid., p.12.

United Nations Entity for Gender Equality and the Empowerment of Women

The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) engages with the private sector, which it considers a "key partner in efforts to advance gender equality and empower women".

Engagement with businesses and foundations includes strategic philanthropy, cause-related programmes that raise funds, events and sponsorship, sharing of expertise and provision of in-kind support such as technical knowledge and communications channels, as well as promotion of corporate responsibility through the Women's Empowerment Principles.¹

No specific framework on engagement with the private sector or regarding conflict of interest is publicly available.²

United Nations Environment Programme

According to the United Nations Environment Programme (UNEP), the effective delivery of its Programme of Work is based mostly on leveraging results through partnerships, either through direct collaboration or by catalysing action among partners.³

In 2011, UNEP adopted the UNEP Partnership Policy and Procedures.⁴ This policy applies to all partnerships between governments, the private sector and civil society. It divides partners into groups, one of which is the for-profit/business sector, including companies, business associations and coalitions and corporate philanthropic foundations. Partnerships should be undertaken "in a manner that maintains the Organization's integrity, impartiality and independence". The policy sets out principles such as trust, transparency, accountability and not compromising the independence and neutrality of the United Nations. It states a six-step partner-scoping and decision-making process.

UNEP follows a due diligence procedure to screen potential partners, distinguishing between for-profit and not-for-profit entities. Three categories of questions are considered in turn: exclusion screening, caution (decision by Partnership Committee) and positive screening.⁵ Five questions are considered in the exclusion screening, based on the Guidelines on Cooperation between the United Nations and the Business Sector of 2009. For example, companies involved or complicit in human rights abuses or in the use of child labour are excluded.

In the caution category, one issue is to determine whether the potential partner is identified as a "sensitive industry". This category includes situations where the entity might pose a potential conflict of interest or a reputational risk to UNEP.

¹ Women's empowerment principles. In: UN Women [website]. New York: UN Women (http://www.unwomen.org/en/partnerships/businesses-and-foundations/womens-empowerment-principles, accessed 18 December 2014); see also http://weprinciples.org/, accessed 18 December 2014.

² Businesses and foundations. In: UN Women [website]. New York: UN Women (http://www.unwomen.org/en/partnerships/businesses-and-foundations, accessed 18 December 2014).

³ Donors and partners. In: United Nations Environment Programme [website]. Nairobi: United Nations Environment Programme

⁽http://www.unep.org/about/funding/DonorsandPartners/NGOsandPrivateSector/tabid/131378/Default.aspx, accessed 16 December 2014).

⁴ *UNEP partnership policy and procedures*. Nairobi: United Nations Environment Programme; 2011 (http://www.unep.org/climatechange/Portals/50207/documents/Partnership-Policy.pdf, accessed 16 December 2014).

⁵ Ibid., pp.18-19.

The Policy lists potential risk situations, for instance cases where another division is already working with or receiving funds from a partner or where more than one division is receiving money from the involved partner. In addition, UNEP considers that potential conflict of interest could result if the organization partner is a significant supplier in UNEP procurement or if partnership could be perceived to benefit UNEP staff, directly or indirectly, UNEP staff.

UNEP thus does not have specific guidelines on handling conflict of interests, but relevant guidance is available in the Partnership Policy.

United Nations Human Settlements Programme

The United Nations Human Settlements Programme (UN-HABITAT) engages with the private sector as an "imperative for sustainable urbanization and human settlement development." Areas of engagement include promoting corporate citizenship, adopting progressive environmental practices and investing in social infrastructure, especially in education, training and health care.¹

No specific framework on engagement with the private sector or regarding institutional conflict of interest is publicly available.

United Nations Industrial Development Organization

The United Nations Industrial Development Organization (UNIDO) considers the private sector to be a natural partner for prosperity. UNIDO has established a Business Partnership Programme² to harness the expertise, know-how and resources of the private sector to tackle important global industrial development issues. Many strategic areas are involved: building local productive capacity, enhancing social inclusion and promoting environmental sustainability. UNIDO enters into three categories of partnership: core business and value chain; social investment and philanthropy; multi-stakeholder and transformational.³

In 2002, UNIDO adopted a Partnership Guide for the public and private sectors, describing the different types of partner, their roles and expectations, partnership principles, the types of partnership and stages in the partnership process. This recognizes the potential for conflict of interest, stating: "Those who initiate the partnership should take account of the fact that the expectations and power (economic, political or otherwise) of prospective partners will differ, and that they may have conflicting interests. If the partnership is to be viable and successful, these issues must be addressed in negotiations and project execution."

No specific framework on engagement with the private sector or on conflict of interest is publicly available.

¹ Our partners. In: United Nations Human Settlements Programme [website]. New York: United Nations Human Settlements Programme (http://unhabitat.org/about-us/our-partners/, accessed 18 December 2014).

² Business partnerships. In: United Nations Industrial Development Organization [website]. Vienna: United Nations Industrial Development Organization (http://www.unido.org/businesspartnerships.html, accessed 18 December 2014).

³ Partnering with UNIDO. In: United Nations Industrial Development Organization [website]. Vienna: United Nations Industrial Development Organization (http://www.unido.org/index.php?id=1002990, accessed 18 December 2014).

⁴ Partnership guide: UNIDO business partnerships for industrial development. In: UN-Business [website]. New York: 2002:18 (https://business.un.org/en/documents/439, accessed 18 December 2014).

United Nations Office for the Coordination of Humanitarian Affairs

The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) engages with the private sector to support humanitarian operations worldwide.

As a result of this growing engagement, OCHA and the World Economic Forum prepared the Guiding Principles for Public-Private Collaboration for Humanitarian Action in 2005. OCHA insists on the need to develop partnerships with the "shared goal of alleviation of human suffering and provision of quality assistance to those most in need".2

The ten guiding principles make a distinction between humanitarian and commercial activities, stating that a clear separation should be established between departments responsible for public-private partnerships for humanitarian action and those responsible for procurement. Further, "their collaborative efforts with the humanitarian community to alleviate human suffering should not be used for commercial gain". 3 No definition of the term "private sector" is provided.

Further, in its Strategic Plan 2010-2013, OCHA recognizes its lack of understanding of private-sector potential and how to unlock it. It identifies areas in which private-sector partnerships can bring solutions and resources: humanitarian leadership development, advocacy, aid effectiveness, information management, risk mitigation and business continuity, as well as preparedness.4 As a consequence, OCHA has established a dedicated Private Sector Section in the Partnerships and Resource Mobilization Branch.⁵

No specific guidelines on conflict of interest are publicly available.

United Nations Population Fund

The United Nations Population Fund (UNFPA) engages with the private sector, and in 2012 the Organization developed a private sector partnership and resource mobilization strategy. UNFPA does not define "private sector", considering it to be an inclusive term covering any entity that is not a government or multilateral organization, e.g. businesses, business associations, nongovernmental organizations, universities, faith-based organizations and individuals - both high-net-worth individuals and the general public. The scope for partnerships is broad in that UNFPA will enter into partnership with the private sector in any way that benefits its programmes or mandate. A private-sector entity may be a programmatic partner (distributing goods or services), a technical advisor, a philanthropic or financial donor, an advocacy and communications partner or a fundraising partner. Partnerships are established at both headquarters and country level, with country offices concluding 29 new agreements with private-sector partners in 2013.6

UNFPA has defined eligibility and exclusionary criteria for screening potential private-sector partners.

³ Ibid., p.3.

Guiding principles for public-private collaboration for humanitarian action. New York/Geneva: United Nations/World Economic Forum; 2005 (https://business.un.org/en/documents/257, accessed 16 December 2014). Ibid., p.2.

⁴ Strategic plan 2010-2013, Objective 1.2. New York: United Nations Office for the Coordination of Humanitarian Affairs (http://unocha.org/annualreport/2011/strategic-plan, accessed 16 December 2014).

⁶ Realizing the potential: UNFPA annual report 2013. New York: United Nations Population Fund; 2013:51 (http://www.unfpa.org/sites/default/files/pub-pdf/UNFPA%20AR%202013 LR FINAL.pdf, accessed 17 December 2014).

Among those excluded from partnership are manufacturers of infant formula whose marketing practices violate the International Code of Marketing of Breast-milk Substitutes, companies engaged in complicit in human rights abuses, tolerate forced or compulsory labour or the use of child labour; involved in the sale or manufacture of anti-personnel mines, cluster bombs, tobacco and alcohol and the armaments and weapons sector;) industries that violate United Nations sanctions; businesses that are involved in pornography, exploitative and/or corrupt practices; and companies found to be in serious violation of environmental laws.

Certain high-risk sectors are accorded particular attention in the due diligence screening, including the pharmaceutical industry, oil and gas industries; metals and mining; utilities; large-scale infrastructure; agriculture and fishing; timber, pulp and paper; alcohol; chemicals; clothing, toys and consumer electronics.

UNFPA has a due-diligence process for screening potential corporate partners and only works with approved partners.

It has developed standard legal agreements for private sector partnerships (co-financing, in-kind and memorandums of understanding for programmatic partnerships). If any procurement is expected as a result of a partnership or contribution, the UNFPA procurement branch is consulted. UNFPA has developed the following public-procurement principles: best value for money; fairness, integrity and transparency; open and effective competition; and the interests of UNFPA.

UNFPA has a policy for receiving in-kind contributions, including products or services originating from the private sector. This policy has sections on how to ensure avoidance of conflict of interest. Various guidelines and tools to support UNFPA units in their efforts to engage with the private sector have also been developed to identify likely risks, including conflict of interest. Further, UNFPA provides specific public procurement policies for business relationships with the private sector, which includes a section on conflict of interest.

UNFPA has a significant procurement function, buying medical products and devices from contracted pharmaceutical companies and other suppliers. Partnerships mediated by country or regional offices with pharmaceutical companies operating in the Organization's mandate area (and with whom it has a business relationship) are avoided. However, UNFPA headquarters maintains business relationships with these corporates, and occasionally aspects of the relationship are explored which are more programmatically beneficial to UNFPA, e.g. price reductions for products or donated products. In these cases, relevant legal and reputational factors are assessed to avoid any real or perceived conflict of interest.¹

UNFPA has also established an Office of Audit and Investigation Services (OAIS) to investigate any allegation of fraud, misconduct or other wrongdoing in UNFPA programmes and operations that involve UNFPA staff, consultants, non-staff personnel or institutional contractors. OAIS investigations follow recognized professional standards for conducting administrative investigations. OAIS investigations are primarily conducted in respect of specific allegations including, but not limited to: fraud and corruption; failure to observe UNFPA Rules and Regulations, relevant administrative issuance and standard of conduct; conflict of interest and favouritism; unlawful acts (such as violations of local laws, violation of privileges and immunities); harassment, abuse of authority, sexual abuse and exploitation; and retaliation against whistle-blowers.²

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¹ See http://www.unfpa.org/procurement.

² About investigations. In: United Nations Population Fund [website]. New York: United Nations Population Fund (http://www.unfpa.org/admin-resource/about-investigations, accessed 17 December 2014).

OAIS has a dedicated webpage on "Investigations", which offers an investigation hotline for anyone with information regarding wrongdoing in UNFPA programmes.¹

The issue of conflict of interest related to private-sector partnerships is managed at headquarters, where the Resource Mobilization Branch coordinates the query and recommend a decision to senior management based upon the input of relevant internal stakeholders (usually legal, procurement, technical divisions, media and communications). In the case of broader conflicts of interest, UNFPA may consult its legal team and/or Ethics Officer.

There is guidance for staff on conflict of interest. Guidelines, policies and practices are constantly updated to reflect the evolution of UNFPA partnerships.

Universal Postal Union

The Universal Postal Union (UPU) engages with the private sector. The Direct Marketing Advisory Board is a UPU working group including private companies and industry associations. It comprises designated operators of UPU member countries and private-sector companies and associations.

It functions under the auspices of the UPU Postal Operations Council and is self-financed through membership fees. Its mission is to foster the growth of direct marketing through the mail system by positioning designated operators as channels for direct marketing and contributing to economic and market expansion by increasing market knowledge and developing the expertise of stakeholders at all levels.²

No specific framework on engagement with the private sector or regarding institutional conflict of interest is publicly available.

World Bank

The World Bank Group engages with a wide variety of stakeholders, including the private sector. The main areas of engagement are project financing and partnerships in developing countries. Most engagements with the private sector are handled through the International Finance Corporation (IFC) and the Multilateral Investment Guarantee Agency (MIGA).³

The World Bank provides a definition of conflict of interest as a situation that "arises when a person or an institution in a position to exercise judgment on a matter, has divergent interests, as, for instance, when a staff member's personal interests are different from those

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¹ UNFPA investigations hotline. In: United Nations Population Fund [website]. New York: United Nations Population Fund (http://web2.unfpa.org/help/hotline.cfm, accessed 17 December 2014).

² Direct Marketing Advisory Board. In: Universal Postal Union [website]. Bern: Universal Postal Union (http://www.upu.int/en/the-upu/direct-marketing-advisory-board/about-dmab.html, accessed 18 December 2014).

³ United Nations system engagement with NGOs, civil society, the private sector and other actors. New York/Geneva: United Nations Non-Governmental Liaison Service/German Federal Ministry for Economic Cooperation and Development; 2005:220 (http://www.un-ngls.org/orf/compendium-2005-withCOVER.pdf, accessed 18 December 2014); www.ifc.org, accessed 18 December 2014; http://www.miga.org, accessed 18 December 2014.

of the World Bank Group".¹ The Office of Ethics and Business Conduct provides guidance and advice regarding individual conflicts of interest.²

The Organization's Code of Conduct notes that "intra- or inter-organizational conflicts of interest can arise between World Bank Group entities or units.

In such cases, the World Bank Group's own organizational business units may have different or even competing interests [...] Promptly disclosing and dealing with the conflict is critical to avoiding potentially serious consequences."³

No specific framework on engagement with the private sector or regarding institutional conflict of interest is publicly available.

World Food Programme

The World Food Programme (WFP) is funded entirely by voluntary donations, primarily from governments. It also engages with the private sector, defined as corporations and companies, through fundraising, sharing of equipment, access to knowledge, etc.⁴ WFP lists eight ways in which companies can contribute, including cash donations, cause-related marketing, mobilization of employees and networks and sharing knowledge and research.

No specific framework on engagement with the private sector or regarding institutional conflict of interest is publicly available.

World Intellectual Property Organization

The World Intellectual Property Organization (WIPO) is actively involved with a wide range of stakeholders, including business entities, in order to ensure that all members of society benefit from intellectual property. WIPO builds multi-stakeholder partnership platforms to address global challenges. Activities typically involve briefing representatives of industry, business and professional associations, civil society and nongovernmental organizations, including workshops, symposia and seminars on intellectual property in general, specific aspects of intellectual property of direct concern to them, and the Organization's role in the promotion and protection of intellectual property.⁵

WIPO is unique within the United Nations system in that it provides a number of fee-paying services for industry and the private sector. This generates a significant proportion of the Organization's income and creates close links with industry and the private sector, which are the main users of these services.⁶

¹ Conflicts of interest. In: World Bank [website]. Washington, D.C.: World Bank; (http://go.worldbank.org/XZIN5T06S0, accessed 18 December 2014).

² Office of Ethics and Business Conduct. In: World Bank [website]. Washington, D.C.: World Bank; (http://go.worldbank.org/L9TZ7416A0, accessed 18 December 2014).

³ World Bank Office of Ethics and Business Conduct. *Living our values: code of conduct.* Washington, D.C.: World Bank Group; 1999:15 (http://siteresources.worldbank.org/INTETHICS/Resources/ethics_code_2013-Mar13-CRA.pdf, accessed 18 December 2014).

⁴ For companies. In: World Food Programme [website]. Rome: World Food Programme; 2014 (http://www.wfp.org/partners/private-sector, accessed 18 December 2014).

⁵ United Nations system engagement with NGOs, civil society, the private sector and other actors. New York/Geneva: United Nations Non-Governmental Liaison Service/German Federal Ministry for Economic Cooperation and Development; 2005:207 (http://www.un-ngls.org/orf/compendium-2005-withCOVER.pdf, accessed 18 December 2014).

⁶ Ibid., p.208.

No specific framework on engagement with the private sector or regarding institutional conflict of interest is publicly available

World Meteorological Organization (WMO)

The World Meteorological Organization (WMO) engages with the private sector to "improve the range and quality of critical environmental information and services".¹ WMO seeks to engage the business sector further in expanding its observing and applications networks and ensuring the provision of better and more user-friendly data and information services. It seeks new partnerships in the form of involvement of the business sector in WMO programmes, fundraising support or in-kind contributions.²

No specific framework on engagement with the private sector or regarding conflict of interest is publicly available.

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¹ Partnership. In: World Meteorological Organization [website]. Geneva: World Meteorological Organization; 2010 (http://www.wmo.int/pages/partners/index_en.html, accessed 18 December 2014).

² World Meteorological Organization. In: UN-Business [website]. New York: United Nations (http://business.un.org/en/entities/25, accessed 18 December 2014).